

Message Text

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ACTION EUR-12

INFO OCT-01 IO-13 CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06 CU-02

ACDA-07 SAJ-01 BIB-01 DHA-02 ORM-02 ISO-00 /087 W

----- 020562

R 151116Z JUL 76

FM AMEMBASSY BONN

TO SECSTATE WASHDC 0430

INFO AMEMBASSY MOSCOW

AMEMBASSY WARSAW

AMEMBASSY PRAGUE

AMEMBASSY BUDAPEST

AMEMBASSY BUCHAREST

AMEMBASSY SOFIA

AMEMBASSY BELGRADE

AMEMBASSY BERLIN

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY LONDON

USMISSION NATO BRUSSELS

USDEL MBFR VIENNA

USMISSION GENEVA

C O N F I D E N T I A L SECTION 01 OF 02 BONN 11930

E. O. 11652: GDS

TAGS: CSCE, SU, GW

SUBJECT: CSCE: SOVIET-GERMAN BILATERAL CONSULTATIONS

REFS: A. STATE 170622; B. BONN 11218; C. USNATO

2723

BEGIN SUMMARY: AS REQUESTED REFTEL A, EMBOFF HAD A LOW-KEY BUT FULL DISCUSSION WITH FRG FOREIGN OFFICE OFFICIAL VON GROLL CONCERNING THE SOVIET-GERMAN BILATERAL CONSULTATIONS ON CSCE. VON GROLL CLAIMED THAT THERE HAD BEEN A MISUNDERSTANDING AND THE FRG HAD NOT CONFIDENTIAL

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REPEAT NOT TOLD THE SOVIETS THAT THE FRG WAS SATISFIED

WITH SOVIET IMPLEMENTATION OF THE CSCE DECLARATION OF PRINCIPLES. HE ALSO CLAIMED THAT THE FRG FULLY AGREED WITH THE U.S. THAT IT WAS NECESSARY THAT THE SOVIETS SHOULD BE FIRMLY REMINDED OF THE NEED FOR MEANINGFUL IMPLEMENTATION MEASURES PRIOR TO THE BELGRADE CSCE FOLLOW-UP MEETINGS. VON GROLL DID, HOWEVER, CONTINUE TO MAINTAIN THAT THE FRG WAS SATISFIED WITH SOVIET IMPLEMENTATION EFFORTS THUS FAR IN BASKET III. END SUMMARY.

1. VON GROLL CLAIMED THAT THE FRG POSITION CONCERNING SOVIET IMPLEMENTATION OF THE CSCE DECLARATION OF PRINCIPLES HAD APPARENTLY BEEN MISUNDERSTOOD. ACCORDING TO VON GROLL, THE FRG HAD TOLD THE SOVIETS THAT IT HAD NO PROBLEM WITH THE DECLARATION OF PRINCIPLES AS SUCH BUT THE FRG HAD IN FACT CRITICIZED SOVIET IMPLEMENTATION OF THE DECLARATION OF PRINCIPLES. IN THIS CONNECTION, VON GROLL REFERRED TO THE USSR/GDR TREATY OF FRIENDSHIP OF OCTOBER 7, 1975. THE FRG FOUND THIS AGREEMENT TO BE A "DISTORTION" OF THE DECLARATION OF PRINCIPLES AND HAD SO INFORMED THE SOVIET UNION.

2. VON GROLL SAID THE FRG AGREED FULLY WITH THE POSITION CONTAINED IN THE SECOND AND THIRD SENTENCES OF PARA 2, REFTEL A.

3. ON THE QUESTION OF SOVIET IMPLEMENTATION EFFORTS THUS FAR IN BASKET III, VON GROLL REITERATED AND AMPLIFIED UPON THE POSITION HE HAD PREVIOUSLY TAKEN (REFTEL B). ACCORDING TO VON GROLL, THE FRG INTEREST IN HUMANITARIAN QUESTIONS IS LIMITED TO FAMILY REUNIFICATION. IN THIS REGARD, SOVIET IMPLEMENTATION HAS BEEN "QUITE SATISFACTORY." INDEED, THE NUMBER OF SOVIET CITIZENS ALLOWED TO JOIN THEIR FAMILIES IN WEST GERMANY HAS TRIPLED SINCE THE SIGNING OF THE CSCE AGREEMENT. VON GROLL SAID THIS WAS THE "KEY" FOR THE FRG. LATER HE WAS TO STATE THAT IT WAS THE "BAROMETER" OF SOVIET IMPLEMENTATION. VON GROLL WENT ON TO STATE THAT BASKET III HAD MADE POSSIBLE THE CONCLUSION OF THE FRG POLISH AGREEMENT WHICH HAD ALSO RESULTED IN A LARGE

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INCREASE IN FAMILY REUNIFICATIONS.

4. TO BUTTRESS THIS CLAIM, VON GROLL SUPPLIED US WITH FIGURES CONCERNING FAMILY REUNIFICATIONS. THE FRG HAD SUPPLIED THESE FIGURES TO ITS FELLOW MEMBERS OF THE EUROPEAN COMMUNITY LAST JUNE BUT THEY HAD NOT PREVIOUSLY BEEN TRANSMITTED TO THE U.S.:

FAMILIES REUNITED
(NATIONALS OF EASTERN COUNTRIES REUNITED
WITH THEIR FAMILIES IN THE FRG)

COUNTRY POLAND USSR ROMANIA CZECHO- HUNGARY
OF ORIGIN SLOVAKIA

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ACTION EUR-12

INFO OCT-01 IO-13 CU-02 ISO-00 ACDA-07 SAJ-01 BIB-01

CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03 NSAE-00 NSC-05

PA-01 PRS-01 SP-02 SS-15 USIA-06 DHA-02 ORM-02 /087 W
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FM AMEMBASSY BONN
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AMEMBASSY BELGRADE
AMEMBASSY BERLIN
AMEMBASSY PARIS
AMEMBASSY ROME
AMEMBASSY LONDON
USMISSION NATO BRUSSELS
USDEL MBFR VIENNA
USMISSION GENEVA

C O N F I D E N T I A L SECTION 02 OF 02 BONN 11930

AUG. 1975	358	364	519	50	39
SEPT.	420	548	478	49	19
OCT.	616	420	402	46	9
NOV.	880	589	391	66	15
DEC.	1.613	843	370	53	59

JAN. 1976	1.595	572	376	21	13
FEB.	1.558	690	263	32	16
MAR.	1.765	1.079	216	52	18

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APR.	2.152	1.129	265	37	16
MAY	2.528	575	200	83	10

5. EMBOFF REFERRED TO EMIANNUAL IMPLEMENTATION REPORT ON CSCE APPROVED BY THE NORTH ATLANTIC COUNCIL ON MAY 12 (REFTEL C). VON GROLL CLAIMED THAT THE FRG HAD ONLY RELUCTANTLY GONE ALONG WITH THE SUMMARY STATEMENT CONCERNING SOVIET AND EASTERN EUROPEAN IMPLEMENTATION WHICH DESCRIBED IT AS A "GENERALLY UNSATISFACTORY PERFORMANCE" (PARA 2 (V), REFTEL C). AS FAR AS THE FRG WAS CONCERNED, SOVIET IMPLEMENTATION HAD BEEN ACCEPTABLE. VON GROLL ADDED THAT THE FRG INTENDED TO FIGHT HARD FOR A MORE NUANCED NATO REPORT TO MINISTERS NEXT TIME, A REPORT WHICH WOULD GIVE GREATER PROMINENCE TO THE FRG POSITION CONTAINED IN THE FINAL SENTENCE OF PARA 13 OF THIS YEAR'S REPORT.

6. VON GROLL NOTED THAT THE FOREIGN OFFICE IS EXPECTING A VISIT FROM THE WORLD JEWISH COUNCIL. THAT GROUP WISHED TO USE THE CSCE AGREEMENT TO PUT PRESSURE ON THE SOVIET UNION AND OTHER EAST EUROPEAN NATIONS TO ALLOW FREER EMIGRATION OF JEWS. IN PREPARATION FOR THIS VISIT, THE FOREIGN OFFICE WOULD FIND IT EXTREMELY HELPFUL TO HAVE FIGURES ON JEWISH EMIGRATION FROM THE USSR SINCE THE CONCLUSION OF THE CSCE AGREEMENT. IDEALLY, SUCH FIGURES SHOULD DIFFERIANTE BETWEEN GENERAL JEWISH EMIGRATION FROM THE SOVIET UNION AND THAT EMIGRATION FROM THE USSR WHICH INVOLVED FAMILY REUNIFICATION. VON GROLL TOOK THE POSITION THAT THESE FIGURES MIGHT SHOW AN ACTUAL DECREASE IN FAMILY REUNIFICATIONS SINCE CSCE DESPITE SOVIET AGREEMENT ON BASKET III. IF THIS IS THE CASE, IT WOULD SHOW THAT THE SOVIET UNION HAD NOT LIVED UP TO ITS AGREEMENT AND THE FRG WOULD BE PREPARED TO JOIN ITS ALLIES IN STRESSING THE NEED FOR MEANINGFUL IMPLEMENTATION MEASURES. SUCH PRESSURE WOULD HAVE TO BE LIMITED TO

FAMILY REUNIFICATION CASES SINCE ONLY THEY WERE
COVERED BY BASKET III.

7. EMBOFF POINTED OUT THAT NEITHER THE U.S. GOVERNMENT
NOR ANY OF ITS ALLIES HAD EVER LIMITED OUR SUPPORT FOR
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FREEDOM OF EMIGRATION TO THOSE CASES INVOLVING FAMILY
REUNIFICATION. THE WEST BELIEVES IN MANY FUNDAMENTAL
HUMAN RIGHTS WHICH WERE NOT COVERED BY THE CSCE AGREE-
MENT. VON GROLL AGREED, BUT MAINTAINED THAT WESTERN
CLAIMS OF SOVIET NON-COMPLIANCE WITH THE CSCE AGREEMENT
IN THIS AREA HAD TO BE LIMITED TO CASES OF FAMILY
REUNIFICATION.

8. EMBOFF FURTHER NOTED THAT ISRAEL WAS NOT A SIGNATORY
TO CSCE AND SUGGESTED THAT THE WEST SHOULD NOT ALLOW THE
SOVIETS TO USE THIS FACT TO EXCUSE RESTRICTIONS ON
JEWISH EMIGRATION. RETURNING TO HIS POINT THAT FAMILY
REUNIFICATION WAS THE ONLY REAL ISSUE AT STAKE, VON
GROLL SUGGESTED THAT THIS WAS PROBABLY A MINOR PROBLEM.
ACCORDING TO VON GROLL, MOST FAMILY REUNIFICATION CASES
CONCERNING CASES OF JEWISH ORIGIN INVOLVED THE REUNI-
FICATION OF FAMILIES IN THE U.S., CANADA OR THE FRG --
ALL SIGNATORIES TO THE CSCE AGREEMENT.

9. ACTION REQUESTED: PLEASE PROVIDE THE EMBASSY WITH
FIGURES ON JEWISH EMIGRATION FROM THE SOVIET UNION SINCE
THE SIGNATURE OF THE CSCE FINAL ACT. AS INDICATED
ABOVE, IT WOULD BE MOST HELPFUL IF FIGURES CONCERNING
FAMILY REUNIFICATION COULD BE PROVIDED SEPARATELY.
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